



Agency Priority Goal Action Plan

Effective Partnering and Procurement Reform

Goal Leaders:

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Overview

Goal Statement

- To advance collaboration and co-creation in USAID's approaches to partnering and procurement (*i.e.*, designing programs from solicitation through to implementation) to move beyond a traditional business model and embrace new partners and innovative solutions to development and humanitarian challenges. By September 30, 2019, USAID will have increased the use of collaborative partnering methods and co-creation* within new awards by 10 percentage points, measured by percentage of obligated dollars and procurement actions.

Challenge

- USAID is challenged to strike the proper balance between innovation and risk, to assess the effectiveness of innovative procurement approaches appropriately, to inject more adaptive and flexible approaches into partner agreements, and to engage new partners and local participants, while ensuring the achievement of results that align to the Administration's goals and objectives

Opportunity

- Increase the use of more-innovative solutions that strengthen in-country capacity;
- Expand the Agency's partner base, and improve the effectiveness and sustainability of our programs through the increased use of co-creation and collaborative approaches; and
- Mobilize resources from the public and private sectors to increase development impact, including through co-investment.

*Collaboration and Co-Creation are being tracked as the use of Broad Agency Announcements, Annual Program Statements, Request for Applications with Concept Notes, and Statement of Objectives.

Goal Structure and Strategies

Through the adoption of this Agency Priority Goal (APG), USAID will be able to achieve the Administrator's vision of increasing collaboration, co-design, and co-financing approaches that promote innovation and the diversification of our partner base. This will result in more empowered partners, results-driven solutions, and stronger host-country capacity and self-reliance, to advance the Agency's overall goal of ending the need for foreign assistance. Based on an assessment of best practices and potential innovations, USAID will develop and implement procurement strategies and methodologies that achieve greater reliance on collaborative approaches and co-creation. The Agency will design a way to measure these improved outcomes, establish collection methods, and determine a baseline for quantitative performance indicators. Further, USAID will train staff on co-creation and more-collaborative methods to engage our partners. USAID will implement the new methodology and examine the results against the baseline on a quarterly basis. Finally, as an Agency, we will implement the new methodology, and examine the results against the baseline on a quarterly basis.

Once the APG is adopted, developed, and implemented, USAID will report quarterly on progress to the U.S. public through the Office of Management and Budget's [performance.gov](#).

Indicators:

- I. Achieve milestones to establish a quantitative baseline indicator of the use of co-creation and collaboration in acquisition and assistance;
- II. Measure the increased use of collaboration and co-creation methods in new awards by the Agency; and
- III. Measure the increased use of new partners by the Agency.

Summary of Progress – FY18 Q4

The Agency has continued its efforts to promote co-creation and collaboration by having senior leaders in Washington, D.C., and in Missions, as well as contracting and technical specialists, champion best practices. USAID has engaged partners to reinforce support for co-creative approaches, and is using an increasing variety of incentives to reduce risk-aversion and drive innovation, while training and promoting peer-to-peer learning within USAID.

Through USAID's Transformation efforts, specifically the Effective Partnering and Procurement Reform (EPPR) workstream, USAID has continued to develop its reform package, which includes a shift towards more effective co-creation and collaboration, for release by the end of Q1 of FY 2019.

At the conclusion of FY 2018, the Agency reviewed its co-creation data collected through the Global Acquisition and Assistance System (GLAAS) and the Acquisition and Assistance (A&A) Plan, and established baselines and targets for FY 2019. In FY 2018, USAID made 18 percent of the its awards through co-creation, which represented 21 percent of dollars obligated through new awards. The Agency set a target of a 10-percent increase in both the percentage of new awards and dollars obligated through collaborative methods.

Key Milestones

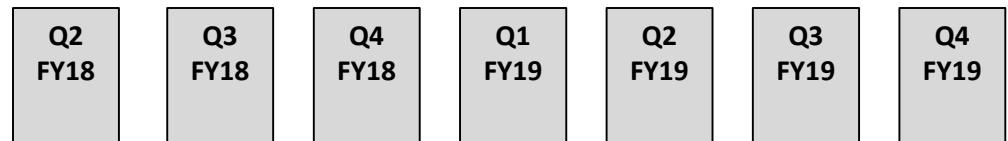
- USAID plans on taking a more-innovative approach to how staff design programs and approaches acquisition and assistance (A&A). Through the success of this more collaborative and flexible business model, USAID will strengthen our A&A processes, empower partners, and use innovative approaches to improve and increase stakeholder-engagement.
- Under this APG, the following key milestones, with associated due dates, will facilitate a process for developing and refining two quantitative indicators, and achieve a cohesive framework for implementing, monitoring, and reporting on the achievement of the APG.

Key Milestones Indicator Summary

Key Milestone	Milestone Due Date	Milestone Status	Owner	Comments
M.1 Study and assess methods to measure and achieve improved outcomes (increased use of collaboration and co-creation approaches).	Q2 FY18	Complete	M/OAA	The Agency reviewed the A&A Planning Tool and GLAAS, and decided to add/modify existing fields to be able to measure the increased use of collaborative methods.
M.2 Adapt definitions for planned quantitative indicators (on collaboration/co-creation and partner diversification) based on input from engagement with external partners.	Q2 FY18	Complete	M/OAA	The Agency recently concluded an external listening tour on EPPR. As a part of its EPPR listening tour, the Agency has refined its definitions of collaborative approaches to procurement.
M.3 Finalize data-collection methods; determine baseline and modify automated systems to collect data.	Q3 FY18	Complete	M/OAA	USAID modified the A&A Planning Tool and GLAAS to capture the use of collaborative methods. Baseline data are available through Q3. Additional data collected in Q4 will serve as the total FY 2018 baseline.
M.4 Adapt definitions for planned quantitative indicators (on collaboration/co-creation and partner-diversification) based on input from USAID internal working groups and field Missions.	Q3 FY18	Complete	M/OAA	Within USAID's Transformation initiative, working groups discussed the definitions to be used for collaboration/co-creation to support efforts to diversify USAID's partner base. As part of its commitment to learning, USAID generated EPPR concept notes which will result in policy recommendations that inform the final definition, baseline, and targets.
M.5 Conduct training for Agency staff to achieve targets based on new policy direction.	Q4 FY18	In Progress	M/OAA	USAID strategic shifts toward self-reliance and co-creation, as reflected in the EPPR and the New Partners Initiative (NPI), are nearing finalization with senior leadership. The Agency is finalizing its new <u>Acquisition and Assistance Strategy</u> , planned for release in December 2018. Training will incorporate the final policy and be available in FY 2019 Q2.
M.6 Examine results, and finalize definitions and baselines for indicators on utilization of collaboration / co-creation and partner-diversification for FY 2019	Q4 FY18	Complete	M/OAA	USAID assessed the results of the first phase of tracking the co-creation indicator at the conclusion of FY 2018. The Agency will issue recommendations for enhanced input and collection of data in FY 2019 Q1.
M.7 Implement new approach; establish the definitions of indicators and baselines.	Q1 FY19		M/OAA	
M.8 Monitor and make necessary adjustments, and collect progress reports and lessons learned.	Q2 FY19		M/OAA	
M.9 Progress assessment.	Q3 FY19		M/OAA	
M.10 Finalize results; collect lessons learned and "best practices" based on progress.	Q4 FY19		M/OAA	

Key Indicators

Three key indicators support the attainment of this APG, shown below along with a graphical timeline that depicts their alignment.



Indicator 1: Achieve milestones to establish quantitative indicators and baselines of the use of co-creation and collaboration in assistance and acquisition, and the use of new partners in acquisition and assistance



Indicator 2: Measure the increased use of collaboration and co-creation methods in new awards by the Agency



Indicator 3: Measure the increased use of new partners by the Agency.



Indicators and Baselines

Indicator	Baseline FY 2018	FY 19 Q1 Actual	FY 19 Q1 Target	FY 19 Q2 Actual	FY 19 Q2 Target	FY 19 Q3 Actual	FY 19 Q3 Target	FY 19 Q4 Actual	FY 19 Q4 Target	FY19 Actual	FY19 Target
Collaboration Indicator #1: Percentage of Awards using co-creation	18% of new awards used co-creation		20% of awards in Q1 use co-creation		22% of awards in Q2 use co-creation		24% of awards in Q3 use co-creation		26% of awards in Q4 use co-creation		28% of new awards use co-creation
Collaboration Indicator #2: Percentage of Obligations using co-creation	21% of new obligations used co-creation		23% of new obligations use co-creation		25% of new obligations use co-creation		27% of new obligations use co-creation		29% of new obligations use co-creation		31% of new obligations use co-creation
Partner Diversification Indicator #1: New Partners	226 new partners		22 new partners		31 new partners		51 new partners		145 new partners		249 new total partners 10% increase over FY 2018 baseline

Quarterly targets on collaboration, measured as percentages of new awards issued per quarter. The target for new partners similarly is a percentage of the Agency's overall vendor community in a given Fiscal Year.

To ensure quality data for the collaboration indicators, new Task Order obligations under Indefinite-Delivery, Indefinite-Quantity (IDIQ) contracts will be counted, rather than the IDIQ umbrella vehicles, because co-creation occurs during the development of Task Orders. Blanket Purchase Agreements (BPA) and Basic Ordering Agreements (BOA) are also excluded from the calculations.

"New partners" are organizations that receive a Program fund obligation for the first time in that Fiscal Year. This excludes Personal Service Contracts (PSC).

Data Accuracy and Reliability

Accuracy and Reliability of Data

- USAID maintains the data through the A&A Plan and GLAAS;
- USAID also reports data to the Federal Procurement Data System - Next Generation (FPDS-NG); and
- USAID is assessing our PHOENIX system to validate the addition of new partners.

Accuracy of Data for Tracking Co-Creation and Collaboration:

Earlier in FY 2018, USAID modified fields in our A&A Plan System and GLAAS to begin capturing data on co-creation and collaboration. While reviewing FY 2018 data to establish a baseline, the Agency determined that current technology improvement efforts do not permit USAID, with confidence, to tie A&A activities to specific contract actions in GLAAS. As a result, and with a commitment to accurate reporting, data from the GLAAS fields exclusively informs the FY 2018 baseline. We anticipate the delivery of the new Development Information Solution (DIS) system will enable better monitoring of pre-solicitation co-creation activities through to award. M/OAA is standing up a tactical group to review and suggest additions and clarifying enhancements to the system to ensure our ability to monitor co-creation activities on a quarterly basis. USAID expects to implement this group's recommendations no later than the end of FY 2019 Q2.

Similarly, in reviewing types of awards, USAID believes that the inclusion of IDIQs presents the risk of “double-counting” data and skewing cost estimates by including awards with high ceilings for awards that might never be met. Likewise, BPAs, BOAs, cooperative agreements with Public International Organizations, Purchase Orders, Personal Service Contracts, and Interagency Agreements - though compelling opportunities to embed the co-creation culture in our work - do not under the current systems provide clear data on these activities, and thus the Agency has not included them in these FY 2018 baseline.

Additional Information

Contributing Programs

Organizations:

- The USAID Redesign is the primary catalyst for policy change needed to achieve this APG. The Primary lead for long-term implementation is M/OAA, but success is predicated upon contribution of all USAID stakeholders to inform policy, assess business needs, and align planned activities with the APG.

Program Activities:

Regulations and Policies:

Other Federal Activities:

- Coordination with designated Federal Departments and Agencies (e.g., the Office of Management and Budget (OMB))

Stakeholder / Congressional Consultations

To the greatest extent possible, USAID will continue to work and coordinate with stakeholders and Congress to ensure that our effective partnering and procurement-reform solutions meet the mission requirements for USAID.

USAID and U.S. interagency stakeholders include a wide range of employees in Washington, DC, and the field, invited via working groups to contribute solutions and validate proposed policy changes throughout the Redesign, and during mid- and long-term implementation.